

STATE OF WISCONSIN

Senate Journal

Seventy-Seventh Session

WEDNESDAY, March 24, 1965.

9:00 o'clock A.M.

The senate met.

The president in the chair.

Prayer was offered by Rabbi Manfred Swarsensky.

The roll was called and the following senators answered to their names:

Senators—Benson, Bice, Busby, Carr, Christopherson, Dempsey, Dorman, Draheim, Hansen, Hollander Kendzior-ski, Keppler, Knowles, Krueger, LaFave, Leonard, Leverich, Lorge, Lourigan, McParland, Meunier, Panzer, Risser, Roseleip, Schreiber, Schuele, Smith, Sussman, Warren and Zaborski—30.

Absent—Senators Rasmusen and Thompson—2.

Absent with leave—Senator Miller—1.

LEAVES OF ABSENCE

Senator Rasmusen was granted a leave of absence for the balance of this weeks' session upon motion of Senator Carr, with unanimous consent.

Senator Leonard was granted a leave of absence from noon today and for the balance of this week's session with unanimous consent.

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Senator Thompson was granted a leave of absence for today's session upon motion of Senator Zaborski, with unanimous consent.

INTRODUCTION OF AMENDMENTS

Substitute amendment No. 1, S. to **Senate Bill 35** was offered by Senator Busby.

Amendment No. 2, S. to substitute amendment No. 1, S. to **Senate Bill 75** was offered by Senator Smith.

Amendment No. 2, S. to substitute amendment No. 1, S. to **Senate Bill 99** was offered by Senator Leonard.

Amendment No. 1, S. to **Senate Bill 124** was offered by Senator Leonard.

Substitute amendment No. 2, S. to **Senate Bill 170** was offered by Senator Busby, by request of the Milwaukee Public Teachers Annuity and Retirement Association.

RESOLUTIONS INTRODUCED

Senate Joint Resolution 46

A joint resolution relating to electronic data processing and information retrieval of the Wisconsin statutes.

By Senators Leonard and Lorge.

Was read.

To committee on Judiciary.

BILLS INTRODUCED

Senate Bill 315

Relating to the filling of vacancies in village offices.

By Senators Leonard and Lorge, by request of the Village of Shorewood.

Read first time.

To committee on Governmental and Veterans' Affairs.

Senate Bill 316

Relating to blight elimination and slum clearance.

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By Senators Schuele and Schreiber, by request of the League of Wisconsin Municipalities.

Read first time.

To committee on Governmental and Veterans' Affairs.

Senate Bill 317

Relating to commitment of the mentally infirm.

By Senators Schreiber, Christopherson, LaFave, Schuele and Busby; co-sponsored by Assemblymen Mato, Iverson, Mittness, Radcliffe, Elfers, Moser, Peloquin, Heinzen, Terry, Azim and Uehling.

Read first time.

To committee on Governmental and Veterans' Affairs.

PETITIONS AND COMMUNICATIONS

Read and referred as follows:

Senate Petition 8

By Senator Warren.

To committee on Labor, Taxation, Insurance and Banking.

COMMITTEE REPORTS

The committee on Highways reports and recommends:

Senate Bill —

An act to amend 347.29 (1) (intro. par.), and to create 347.26 (10) of the statutes, relating to vehicle warning lamps on highways.

Introduction; Ayes, 4; Noes, 0.

REUBEN LA FAVE,
Vice Chairman.

BILLS INTRODUCED

Senate Bill 318

Relating to vehicle warning lamps on highways.

By committee on Highways, by request of Motor Vehicle Department.

Read first time.

To committee on Highways.

REPORTS OF SPECIAL COMMITTEES

The joint Survey committee on Tax Exemptions wishes to report out the following bills:

Senate Bill 40,
Senate Bill 47,
Senate Bill 64,
Senate Bill 83,
Senate Bill 101,
Senate Bill 108,
Senate Bill 137,
Senate Bill 143,
Senate Bill 148,
Senate Bill 152,
Senate Bill 156, and
Senate Bill 198

Respectfully submitted,

JOINT SURVEY COMMITTEE
ON TAX EXEMPTIONS

ALEX J. MEUNIER, Chairman.

ADRIAN J. MANDERS, Vice-Chairman.

The bills on the foregoing report were referred to the committee on Labor, Taxation, Insurance and Banking, upon motion of Senator Knowles with unanimous consent.

MESSAGE FROM THE ASSEMBLY

By James P. Buckley, chief clerk thereof.

Mr. President:

I am directed to inform you that the assembly has adopted and asks concurrence in

Assembly Joint Resolution 56,
Assembly Joint Resolution 66 and
Assembly Joint Resolution 67, and has

Passed and asks concurrence in

Assembly Bill 30,
Assembly Bill 32 and
Assembly Bill 236 and has

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Concurred in

The senate action, upon motion of Assemblyman Barland, pursuant to Joint Rule 26, directing the Legislative Reference Bureau to prepare a suitable joint certificate of Commendation to the Eau Claire Memorial High School basketball squad and their coach Harry Gibbs on winning the sectional basketball tournament at La Crosse, Wisconsin and qualifying for participation in the state tournament at Madison, Wisconsin.

Amended and concurred in as amended
Senate Bill 1

ASSEMBLY MESSAGE CONSIDERED

Assembly Joint Resolution 56

Relating to the shameful occurrences in Selma, Alabama.

Was considered at this time, upon motion of Senator Zaborski, with unanimous consent.

The joint resolution was read and concurred in.

Assembly Joint Resolution 66

Relating to congratulating Otto Luening on his outstanding contributions to education and the music world and wishing him continued success.

Was considered at this time, upon motion of Senator Riser, with unanimous consent.

The joint resolution was read and concurred in.

Assembly Joint Resolution 67

Congratulating the Monroe High School Basketball Team for winning the 50th Annual Wisconsin Interscholastic Athletic Association State Basketball Tournament.

Was considered at this time, upon motion of Senator Roseleip, with unanimous consent.

The joint resolution was read and concurred in.

Assembly Bill 30

Was read first time.

To committee on Governmental and Veterans' Affairs.

Assembly Bill 32

Was read first time.

To committee on Public Welfare.

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Assembly Bill 236

Was read first time.

To committee on Public Welfare.

Senate Bill 1

Amendment No. 1, A. was considered at this time, upon motion of Senator Hollander, with unanimous consent.

Amendment No. 1, A. was concurred in.

The action by the senate was ordered messaged immediately to the assembly.

MOTIONS

Senate Bill 56

Was recalled from the joint committee on Finance, upon motion of Senator Hollander, and referred to the committee on Conservation.

Assembly Bill 252

Was taken from calendar of Thursday, March 18 and considered at this time, upon motion of Senator Bice, with unanimous consent.

Assembly Bill 252

Relating to computation of state aids to school districts when reorganization becomes effective after litigation.

Was read a second time.

Ordered to a third reading.

Upon motion of Senator Bice, with unanimous consent, the bill was considered for final action at this time.

Assembly Bill 252

Was read a third time.

The question was: Shall the bill be concurred in?

The ayes and noes were required and the vote was: ayes, 30; noes, 0; absent or not voting, 3; as follows:

Ayes—Senators Benson, Bice, Busby, Carr, Christopher-son, Dempsey, Dorman, Draheim, Hansen, Hollander, Kendziorski, Keppler, Knowles, Krueger, LaFave, Leonard, Leverich, Lorge, Lourigan, McParland, Meunier, Panzer, Risser, Roseleip, Schreiber, Schuele, Smith, Sussman, Warren and Zaborski—30.

Noes—None.

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Absent or not voting—Senators Miller, Rasmusen and Thompson—3.

So the bill was concurred in.

Ordered immediately messaged to the assembly.

Upon motion of Senator Knowles, with unanimous consent, the senate recessed until 10:30 o'clock this morning.

RECESS

10:30 o'clock A.M.

The senate was called to order by the president.

SPECIAL ORDER

Senator Knowles called the attention of the senate to the Special Order which had been fixed for 9:00 o'clock this morning and to the fact that that hour had arrived.

The senate proceeded to consider

Senate Bill 75

Which had been made the Special Order.

Senate Bill 75

Was read a second time.

Amendment No. 2, S. to substitute amendment No. 1, S. was adopted.

Substitute amendment No. 1, S. was adopted.

Senate Bill 75

Was ordered engrossed and read a third time.

Upon motion of Senator Knowles, with unanimous consent, the bill was considered for final action at this time.

Senate Bill 75

Relating to revisions in the divorce law and fees upon dismissal of actions affecting marriage.

Was read a third time and passed.

Ordered immediately messaged to the assembly.

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SPECIAL ORDER

Senator Knowles called the attention of the senate to the Special Order which had been fixed for 9:01 o'clock this morning and to the fact that that hour had arrived.

The senate proceeded to consider

Senate Bill 70

Which had been made the Special Order.

Senate Bill 70

Was read a second time.

Was ordered engrossed and read a third time.

Upon motion of Senator Knowles, with unanimous consent, the bill was considered for final action at this time.

Senate Bill 70

Senator Busby moved that the vote by which the bill was ordered engrossed be reconsidered.

The motion prevailed.

Amendment No. 1, S. was offered by Senator Busby.

Amendment No. 1, S. was adopted.

Senate Bill 70

Was ordered engrossed and read a third time.

Upon motion of Senator Knowles, with unanimous consent, the bill was considered for final action at this time.

Senate Bill 70

Relating to a revision of the Wisconsin business corporation law.

Was read a third time and passed.

Ordered immediately messaged to the assembly.

MOTIONS

Upon motion of Senator Bice, pursuant to Joint Rule 26, the Legislative Reference Bureau has been directed to prepare a suitable joint certificate of Commendation to the Basketball Team, and its coach Clifton DeVoll, of the State University at La Crosse for winning the second consecutive championship in the conference of the State Universities. Coach DeVoll has been selected the Coach of the Year for all State Universities, which is a great tribute to his ability as a coach.

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The senate's action was ordered immediately messaged to the assembly with request for assembly's concurrence therein.

Upon motion of Senator Krueger, under Joint Rule 26, the senate directed the Legislative Reference Bureau to prepare a suitable joint certificate of Commemoration to Mr. McMillin, Forest County Service Officer, Crandon, Wisconsin to commemorate the life of Hugh McGuiness who died on March 22, 1965 at the age of 95 years, who had served, fought and was wounded as a member of Custer's famous unit—The Old Seventh Cavalry—who participated in the last Indian War engagement—the Battle of Wounded Knee Creek in South Dakota on December 29, 1890.

The senate's action was ordered immediately messaged to the assembly with request for assembly's concurrence therein.

Senate Joint Resolution 22

Upon motion of Senator Knowles, with unanimous consent, the joint resolution was made a Special Order for 9:00 o'clock Wednesday morning, March 31.

Senate Bill 86

Upon motion of Senator Knowles, with unanimous consent, the bill was re-referred to the committee on Judiciary.

Senate Bill 27

Upon motion of Senator Knowles, with unanimous consent, the bill was referred to the calendar of Wednesday, March 31.

GUESTS INTRODUCED

Senator Christopherson announced that the senate was honored by the presence of Miss Marie Snelson, Mrs. Catherine Snelson, Mr. George Hill and Mr. Lloyd G. Sears of the Head of the Lakes Electrical Cooperative, all from Superior.

Senator LaFave welcomed as guests of the senate, a group of two year accounting students from the Vocational technical school of Madison with their teacher, Mrs. Darwin Swan.

The president extended his welcome to all of the guests.

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Upon motion of Senator Knowles, with unanimous consent, the senate proceeded to the 17th order of business.

ANNOUNCEMENTS

Senator Knowles announced that the senate would proceed in a body to the assembly chamber.

The senate stood recessed until after the Governor's address.

The hour of 11:00 o'clock A.M. approaching the senate proceeded in a body to the assembly chamber to meet in joint convention with the assembly to receive a message on higher education by the Governor, the Governor having expressed a desire to address the two houses at that time.

IN ASSEMBLY CHAMBER IN JOINT CONVENTION

The lieutenant governor in the chair

The committee appointed to wait upon the Governor appeared with His Excellency, the Governor, who delivered his message as follows:

GOVERNOR'S MESSAGE TO THE LEGISLATURE

Crisis in Education

Ladies and Gentlemen:

We meet this morning to consider the critical problems we face in providing quality education for our young people.

These problems require action—action to meet today's needs and to prepare for tomorrow's demands.

Questions have been asked: Is our system of higher education doing the job? Will it be able to do tomorrow's jobs? How must we build and change to prepare for the future?

Seeking answers, I sent a list of questions to the Coordinating Committee for Higher Education in December and asked that they report back by February 15. The news media have accurately reflected my disappointment with the Committee's response.

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I had hoped to receive from them realistic answers to desperately real problems. Instead, I was sent a mountain of reports and studies and answers that were something less than responsive.

It is obviously up to us—to you and to me—to decide how we are doing. I'm convinced that we are not doing well enough! And I am here today to try and convince you that there are steps we must take together, steps which will reshape and also strengthen our whole system of higher education in Wisconsin.

We know that in Wisconsin, as in every other state, the college campus is being challenged by an educational and population explosion. Within the next decade we know that the vast majority of our high school graduates will desire, and require, some form of higher education. Yet today, less than 40% of these graduates go on to our colleges, and only 25% of our high school graduates complete four years of higher education. I am extremely concerned about the 75% of our high school graduates who do not receive higher education. Their future is most important to the future of Wisconsin. There appears to be a mismatch between current educational arrangements and the educational needs for a large segment of our population; this mismatch, in varying degrees, involves about 75% of our youth.

Make no mistake about it. This is a crisis in education. The young people are here, now, seeking admission to some form of post-high school education. *We must take care of them.* We must make it possible for those who are qualified to attend our institutions of higher education.

The public universities in many states are turning away young men and women. The University of Illinois refused to admit 5,000 qualified applicants last year. The University of Minnesota predicts that it will turn away up to 2,000 qualified applicants next fall. The University of Florida has already stopped admitting freshmen for September. The University of Massachusetts could not admit 7,000 Massachusetts residents who applied for admission this year.

This is not the Wisconsin way. Last fall the University of Wisconsin and the State Universities admitted every qualified Wisconsin resident who applied for admission to their undergraduate programs.

We must keep the doors open, in the interest of our young people, and in the interest of Wisconsin's future.

Wisconsin presently has more State-supported institutions of higher learning per capita than any other state. Even so, we are not fully meeting our responsibilities to the many who must have training and skills in order to compete in the technological age in which we live. Last year, in Wisconsin, we turned away 2,000 young people in search of vocational and technical training!

Let me state here emphatically, lest someone think otherwise, that I know we have a great University of Wisconsin and a strong system of State Universities. One of my proudest moments was being chosen in 1954 President of the University of Wisconsin Alumni Association.

Let me further say that I am extremely proud of our excellent system of private colleges and universities. They are an extremely valuable resource of higher education in the State of Wisconsin. In analyzing our needs for the future, we must continue to rely upon independent colleges and universities.

But the University of Wisconsin, the State Universities and our private colleges—fine as they are—cannot alone meet tomorrow's requirements. We cannot—we must not—expect them to carry the full burden of the complex educational demands which will be made upon Wisconsin in the years ahead.

It is imperative that we undertake a realistic program to meet the educational needs of our youth. We should be more concerned with the content and quality of our educational program than with the bricks and mortar of new educational facilities. I wish to outline for you a legislative program designed to meet our immediate and long-range needs in higher education.

I propose:

- I. The reorganization of the Coordinating Committee for Higher Education to assure an objective and independent perspective in the formulation of our higher education programs,
- II. Expansion of Four-Year Educational Opportunity to better serve the Fox River Valley and Southeastern Wisconsin,
- III. A framework for the development of comprehensive two-year educational institutions to meet our dual needs for liberal arts transfer work and technical education, with an immediate accent on the development of technical education, and

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- IV. Additional support to our programs of financial assistance for students, so that no students may be denied educational opportunity due to lack of financial resources.

I—Coordinating Committee Reorganization

Since the creation of the Coordinating Committee in 1955, its efforts at coordinating have been hampered by the interlocking directorate caused by the preponderance of its membership from the institutions involved. Its efforts have depended upon staff provided by the University of Wisconsin and Wisconsin State Universities. This staff has naturally reflected the views of their institutional affiliations.

I believe it is essential that the Coordinating Committee be reorganized so that it can more effectively develop our programs of higher education. Two essential principles in such a reorganization are:

1. A majority of citizen members on the Committee, with their terms staggered to ensure continuity of the Committee, and
2. A separate staff under the direction of a qualified Executive Director responsible directly to the Committee.

I therefore support the proposal offered by the Committee of 25, which has been introduced by the Assembly Rules Committee as Bill No. 546. That bill, as you know, provides that the make-up of the Committee be changed to include nine citizen members, the Superintendent of Public Instruction and seven institutional members. It also provides for an independent staff.

The Legislature might also wish to consider incorporating itself into the reorganization program to make possible close liaison and cooperation between the Legislature and this important agency of State government.

There are a number of important tasks which the reorganized Coordinating Committee must begin immediately, and therefore I would ask that you give highest priority to **Assembly Bill No. 546** so that the Committee might be reorganized and in operation by July 1, 1965.

II—Expansion of Four-Year Educational Opportunities

One principle the Coordinating Committee wisely adopted several years ago was that our educational opportunities should be made available throughout the State, consistent

with the need for quality education and economy. This is a principle to which we all subscribe.

To implement this principle, the Coordinating Committee has recommended the development of two new four-year institutions: one in the Fox River Valley and one in the Racine-Kenosha area.

The State cannot afford, nor do I think it advisable, to duplicate specialized and graduate programs which are presently being offered and can best be offered at existing institutions. The State cannot afford, nor do I think it would be wise, to eliminate reliance upon present centers, which have been established in several locations in these two areas of the State. We must be careful that we do not unnecessarily duplicate facilities, staff and administrative structures.

Therefore, the need is for a third and fourth year of University-quality training in the Fox River Valley and the Racine-Kenosha area. Prudence dictates that we should start planning now.

You have before you Bills 135, A. and 48, S. which may be used to implement this principle. I am asking that these bills be amended to authorize the creation of third and fourth year liberal arts institutions in the Fox River Valley and the Racine-Kenosha area. These bills should provide that the sites for these new institutions may be acquired by the State Building Commission. I expect the land to be provided by the areas concerned so that there will be no need for funds for this purpose. I am also asking that they provide sufficient funds so the reorganized Coordinating Committee, after selecting the sites and assigning operational responsibility, may begin the appropriate academic and *then* physical planning.

III—Comprehensive Two-Year Educational Opportunities

The age in which we live is placing greater and greater demands upon our young people and upon the education which they must receive. In response to this our liberal arts and professional institutions have undergone tremendous changes in efforts to provide the strength and scope to meet the challenge.

Yet, it must be recognized that our liberal arts institutions alone do not meet the full scope of these demands. Technical education must and should play a vital role in filling these needs. Despite this need, our vocational and

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adult schools are operating today under programs and structures that date back to 1911.

Our first task thus is to provide an educational system to meet the needs and aspirations of that large number of students who want technical educational opportunity. The number of students with such interests in technical education is as great as those with interests in liberal arts and professional educations.

For the latter, we have a network of 11 four-year and 9 two-year institutions. For our youth with technical education interests we have but a few institutions.

I support Assembly Bill No. 501, introduced by the Assembly Education Committee, which provides a program for the development of a strong system of Area Technical Schools. This legislation, along with my recommendations in the Executive Budget for substantially increased State-aid for approved technical programs, will facilitate the development of this vital segment of our educational opportunities.

Wisconsin presently has a partial system of two-year liberal arts opportunities to serve areas of the State not served by our four-year institutions. There are now nine such centers and by the fall of 1966 three new such institutions will have been built.

A most immediate problem is to determine by what means liberal arts opportunities should be offered in those other areas of unserved need as indicated by the Coordinating Committee.

I believe that the most sound and economical way of offering such liberal arts work is in institutions meeting our dual needs for liberal arts and technical work. Such comprehensive two-year institutions, which are also being developed in most other parts of our nation, can effectively serve our dual needs for liberal arts and technical training. They can also serve as a framework upon which unified adult education and public service efforts can be made.

Such a comprehensive approach to our educational needs can be accomplished by appropriate amendments to Assembly Bill No. 501. I will offer such amendments and they will specifically include provisions for 80% State aid for instructional and operating costs and authorization for these institutions to contract for instructional services from our State Universities. This latter provision will insure that they can offer high quality liberal arts programs.

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Upon passage of such legislation, the reorganized Coordinating Committee can then adopt realistic plans to offer liberal arts and technical education work in the framework of economical and educationally-sound comprehensive institutions.

IV—Student Financial Assistance

In our efforts to make higher education available to all our qualified youth, we must be sure that sufficient financial resources are available to allow them to participate in these opportunities.

Our historic policy of low tuition and fees at State institutions, which I have continued in my budget recommendations, is of general financial assistance to our students. I am concerned, however, that this policy does not of itself totally meet the needs of all our students.

First, the impact of present policies is to restrict the diversity of opportunities open to our students by limiting the choice among available educational opportunities. We should support economic programs designed to widen opportunities. Assembly Bill No. 158, which provides assistance to those students who wish to take major professional programs not available in our State Universities, is such a program and I urge you to support the bill.

Second, students often have a need for further resources than they and their parents can provide to meet expenses associated with their education. We must be sure that our scholarship and loan programs are adequate to meet these needs of a rapidly rising number of students.

In January, I appointed a Scholarship and Loan Committee to review our programs and needs. I expect their report shortly, and I will then transmit to your Education Committees my recommendations.

Beyond this legislative program, there are many problems which must be resolved by the reorganized Coordinating Committee and by the State Board responsible for technical and comprehensive two-year education.

From the Coordinating Committee we must have:

A firm policy of program review,

An integrated and economical plan of adult education and public service offerings,

A broader consideration of the role of our private colleges,
and

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A careful review of our policies regarding optimum enrollment sizes and campus expansion areas of our major schools. This is especially required at the Madison and Milwaukee campuses of the University.

If appropriate and realistic decisions are not forthcoming on a self-generating basis on these and other major problems facing higher education, I will ask for direct legislative consideration of these important policy questions.

From the State Board of Vocational and Adult Education we must have:

A thorough study of the long-range implications of automation upon our technical education needs,

The development, by joint efforts with the Wisconsin State Employment Service, of a program which correlates our present job needs and our technical education offerings,

And a dynamic approach to the problem of providing comprehensive two-year educational opportunities once we have given them the basic legislative support.

So that we might begin to resolve the problem of how to utilize facilities and serve areas presently served by our County Teachers Colleges, I will ask the Bureau of Engineering to conduct a survey of the condition of existing facilities at these schools. This will be done with a view toward determining their optimum utilization in our future planning.

Furthermore, we should make better utilization of existing facilities including expansion of the tri-semester system and other methods for a longer school year and better use of buildings and facilities; expanded opportunities for apprenticeship and retraining programs; and utilization of new techniques in teaching, including closed circuit TV, electronics media and total communications.

Great strides have been made in some of our secondary schools in the field of guidance, but I shall ask our Superintendent of Public Instruction to stress greater effort in this field to help prepare our young people to utilize the comprehensive educational program we envision to meet their needs.

Our problem is to match differences in human aptitude, and aspiration with an educational program flexible enough to prepare youth for employability at all levels of the occupational world, and compassionate enough to care as much

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about the transition of youth to jobs as their preparation for and admission to colleges or graduate schools. It is an injustice both to youth and to the educational system to regard a college degree as the only acceptable educational goal.

Wisconsin has had a strong system of higher education. In these changing times, with the ever-increasing number of students, we must provide the leadership to maintain and build upon our current strength. I am confident that working together we can meet the needs of our youth. I believe the plan, which I have outlined for you today, can economically provide a realistic program to meet the problem of education with which we are confronted. Let us pioneer again, by setting new courses in higher education for both academic and technical education.

When the history of this decade is written, we can then look back upon the year 1965 as the year we had our chance, perhaps our best chance, perhaps our last chance, to effect this change and thus the lives of a whole generation.

Speaking for the millions who depend on your response to this challenge, I urge you to call upon the stores of wisdom that have distinguished Wisconsin's past, write a history by your actions this year that will bring prosperity to Wisconsin's future and earn you the undying gratitude of Wisconsin's citizens.

Thank you.

WARREN P. KNOWLES,
Governor.

Madison, Wisconsin
March 24, 1965

Upon motion of Senator Panzer, the joint convention dissolved.

At 11:35 o'clock A.M. the senate reconvened in its chamber.

The president in the chair.

Upon motion of Senator Knowles, the senate adjourned until 9:00 o'clock Thursday morning, March 25, 1965.

CHIEF CLERK'S REPORT

The chief clerk records:

Senate Bill 70 and

Senate Bill 75

Correctly engrossed on Wednesday, March 24, 1965.